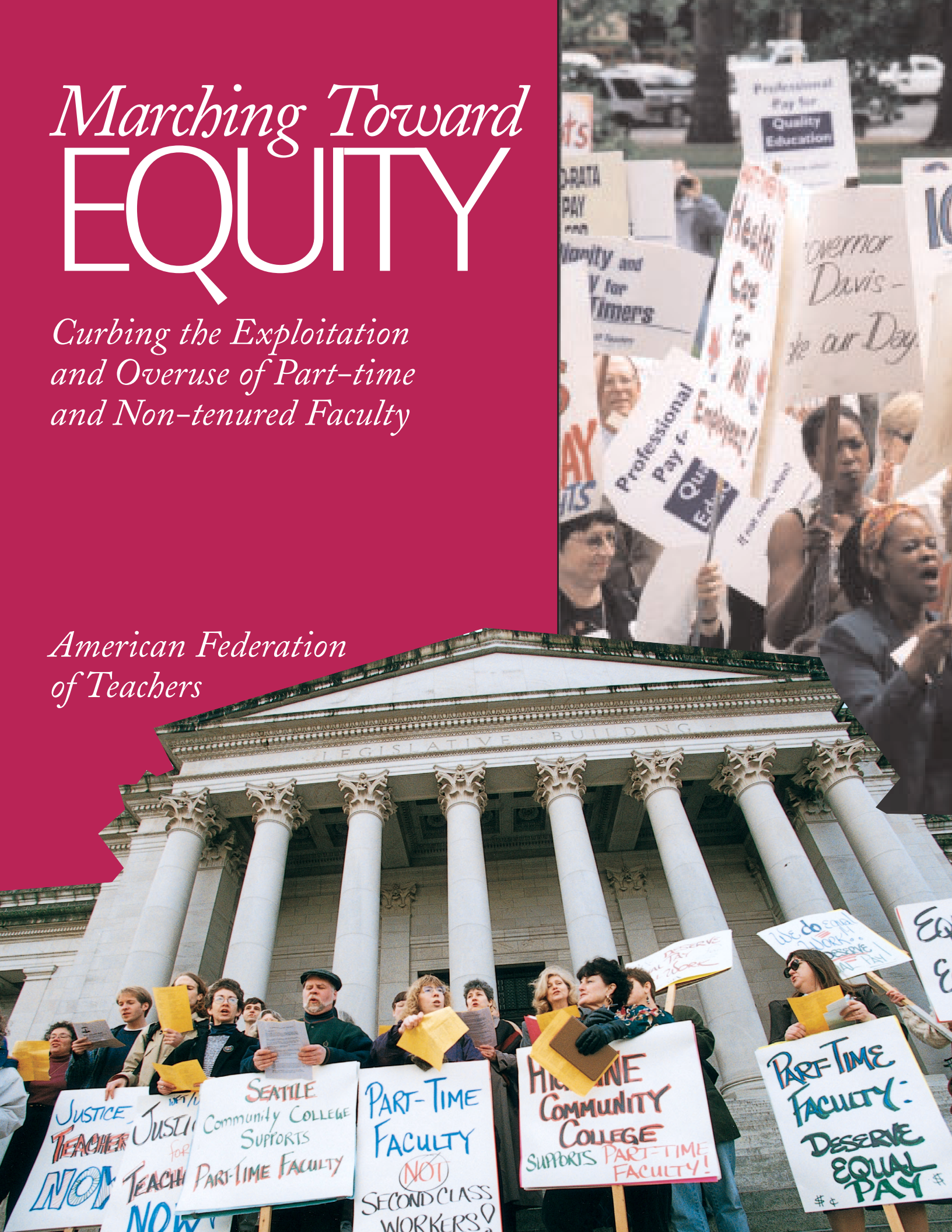


Marching Toward **EQUITY**

*Curbing the Exploitation
and Overuse of Part-time
and Non-tenured Faculty*

*American Federation
of Teachers*



ON THE COVER:

Rallies to draw attention to the working conditions of part-time faculty. Bottom: Washington Federation of Teachers at the state Capitol in Olympia, WA (Photograph by Ellen M. Banner). Top right: California Federation of Teachers members at state Capitol in Sacramento, CA (Photograph by Russ Curtis).

OTHER PHOTOGRAPHS:

Page 5: Ellen M. Banner; Page 8: Russ Curtis; Page 12: Ken Lane

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Marching Toward **EQUITY**

*Curbing the Exploitation and Overuse
of Part-time and Non-tenured Faculty*

AMERICAN FEDERATION OF TEACHERS, AFL-CIO

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PREFACE

Over the last twenty years, and most recently in our 1998 report *The Vanishing Professor*, AFT sounded the alarm on one of the most dangerous trends in higher education today: the erosion of full-time tenure-track faculty positions and their replacement by a growing, and exploited, army of part-time and other nontenure-track faculty.

Vanishing documented the gradual decline of tenured full-time faculty positions over the last three decades and underscored the negative implications of a continuation of this trend. The report went on to highlight successful contractual and legislative strategies being used by AFT affiliates to reverse full-time losses. Finally, *Vanishing* tackled a thorny question: Can faculty unions help the full-time faculty corps grow again, *while, at the same time, organizing and improving the wages, benefits and working conditions of part-time and other nontenure-track faculty?* This can be a somewhat controversial issue; some full-time faculty are concerned that improving part-time salaries and working conditions strengthens the legitimacy of a hiring trend they bitterly oppose.

Nevertheless, *The Vanishing Professor*, as well as AFT's earlier *Statement on Part-time Faculty*, made a strong case to vigorously organize and work to end the exploitation of part-time and other nontenure-track faculty. As *Vanishing* argued, not only do unions have a basic obligation to improve wages, benefits, and working conditions for *all* academic workers, but "improving the pay, benefits, and working conditions of part-time and nontenure-track faculty may turn out to be the only way to cure the addiction of administrators to this form of cheap labor." Furthermore, the report argued, "assuring that part-time

faculty are capable, well trained and fairly treated is...a key element in maintaining educational quality."

This report, *Marching Toward Equity*, picks up where *The Vanishing Professor* left off. While the overuse and abuse of part-time faculty remains a pervasive problem at the national level, *Marching* shows the enormous gains that activists at the state and local union level have been able to achieve at the bargaining table and through legislative action. By providing specific examples of their successes, we aim to:

- Inject the movement for part-time rights with a healthy dose of hope. The significant achievements of AFT affiliates across the nation prove that focused, creative, and relentless work on behalf of a part-time faculty agenda can have an enormous impact. This is true even in the face of seemingly overwhelming odds.
- Arm AFT affiliates and other part-time supporters with concrete strategies—political, legislative, and contractual—that they can adapt and apply to their own specific circumstances.

I want to thank consultant Daniel Murphy and the AFT higher education staff—Larry Gold and Craig Smith—for preparing this excellent document. We all realize that the struggle for part-time rights will not be won tomorrow. But as this report shows, advocates are steadily marching toward equity. We urge AFT members, unionists, higher education leaders, and others to continue this inspiring work. As always, AFT stands ready and willing to assist in any way possible.

—William Scheuerman
AFT Vice President
Chair, Higher Education Program and Policy Council
President, United University Professions/SUNY

INTRODUCTION

In the midst of the ever-changing landscape of higher education, the American Federation of Teachers, along with local faculty unions around the country, are working to reverse a destructive trend, one that unfortunately remains a major threat to quality in our colleges and universities. We call it the academic personnel crisis: The fact that full-time tenured faculty at America's colleges and universities are diminishing, replaced by woefully underpaid part-time and other non-tenure-track faculty. As we reported in *The Vanishing Professor* and as new data demonstrate, these trends continued through the 1990s.

Table 1 shows that the percentage of part-time faculty rose by almost 10 percent between 1987 and 1998.

TABLE 1
FACULTY EMPLOYMENT STATUS

Year	Full-time	Part-time
1987	66.9	33.1
1992	58.4	41.6
1998	57.4	42.6

Source: U.S. Department of Education, Office of Educational Research and Improvement, National Center for Education Statistics

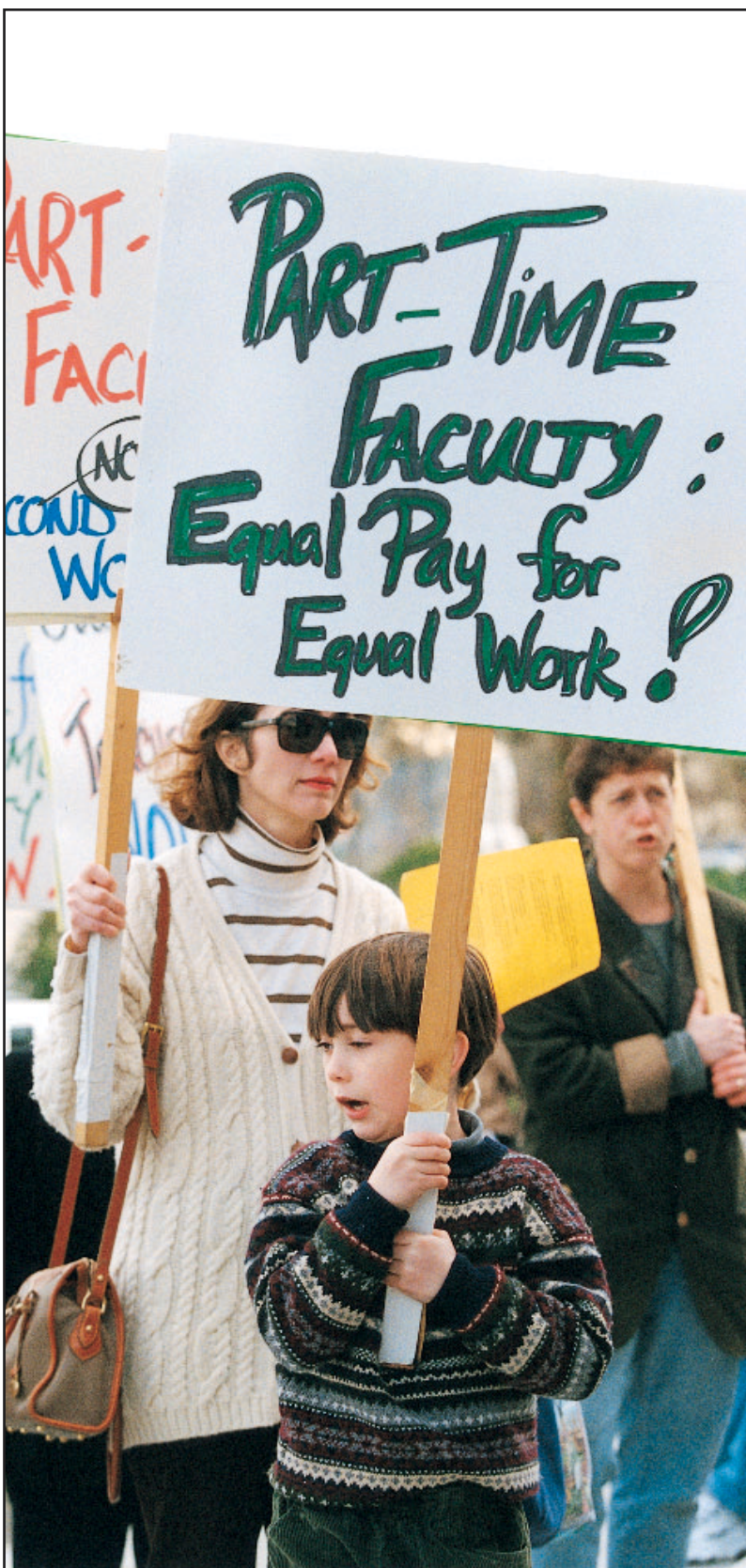
The reliance on part-time faculty continues to be economically attractive for states and institutions whose priorities have shifted to other areas, such as health care and corrections. This attitude has resulted in generally unacceptable working conditions for part-time faculty, particularly for those who are committed to and depend on teaching as their primary source of income.

Part-time Faculty Working Conditions

Part-time faculty are greatly underpaid. The Coalition on the Academic Workforce (CAW), a coalition of disciplinary associations, recently surveyed and reported on the employment and compensation practices of colleges and universities in nine social science and humanities fields. According to this report, the vast majority of part-time faculty members (72 percent) in nine key fields are paid at a rate of less than \$3,000 per course. This means that, even teaching four courses a semester, a typical part-time instructor receives an annual salary (around \$20,000) that puts him or her on a par with fast-food workers.

Most part-time faculty receive few, if any, medical or fringe benefits. Of those departments that responded to the CAW survey, only 27 percent reported that part-time faculty members are offered any benefits, including health, retirement, or life insurance. The remaining 63 percent reported that part-timers are offered no benefits whatsoever. Similarly, the report confirmed that many part-timers do not have access to e-mail, offices, or even telephones on campus, undermining their ability to communicate with and effectively educate students. Most are denied such basic professional perquisites as paid preparation time, office space, paid hours for student advisement or a role in academic decision making.

The proportion of part-time faculty grew a little more slowly between 1992 and 1998. This may have been an artifact of the economic boom, which allowed colleges to hire more full-time faculty, as well as the growth in part-time faculty unionization during this period. A less pros-



perous economy may change the picture for the worse, and recent cuts in state funding for higher education do not augur well.

The Trend Away from Tenure

Walking hand in hand with the growth of part-time faculty is the trend away from offering the protections of tenure to full-time faculty. Table 2 demonstrates the trends toward non-tenured full-time faculty, a population that is increasing at an alarming rate.

At many colleges and universities, including elite institutions, full-time tenure-track faculty no longer teach a majority of introductory undergraduate courses. Based on a survey of department administrators, CAW found that full-time tenure-track faculty are teaching only 48 percent of introductory courses in those nine fields, with the remainder being taught by nontenure-track faculty, part-timers, or graduate teaching assistants. This trend is most pronounced in the fields of English, foreign languages, and philology where only 25 percent, 28 percent, and 35 percent of courses respectively, are taught by full-time tenure-track faculty.

Considering the impediments under which they work, it is remarkable, but true, that the vast majority of part-time instructors teach with great distinction and make an enormous contribution to the institutions in which they serve. At the same time, there are obvious quality implications

On Education Day at the Washington state Capitol, faculty from the Washington Federation of Teachers rallied to draw attention to part-time faculty concerns.

TABLE 2
TENURE STATUS OF FULL-TIME FACULTY

Year	Tenured	On Tenure Track	Not on Tenure Track	No Tenure System Available
1987	58.5	23.9	8.9	8.6
1992	55.5	23.5	12.4	8.6
1998	53.1	18.8	18.1	10.0

Source: U.S. Department of Education, Office of Educational Research and Improvement, National Center for Education Statistics

when part-timers are subjected to low pay, meager benefits, and constant job insecurity, and are denied basic professional rights.

AFT's Response

The union has reacted to these trends in four ways. First, AFT and its affiliates have employed every opportunity we can in the public arena to make our case for restoring full-time faculty lines and ending the overuse and exploitation of part-time faculty. Second, AFT and its affiliates have placed top priority on organizing part-time faculty, more than any other union. Third, we have backed our public positions with advocacy campaigns before state governors and legislatures, some of which have achieved significant results. Fourth, AFT and its affiliates have used the collective bargaining process to make concrete gains on behalf of our principles.

Our responses have been documented in a series of publications, most notably the aforementioned report on *The Vanishing Professor* published in 1998. This new report, *Marching Toward Equity*, takes the next step—highlighting the most recent round of advances made by AFT affiliates on the behalf of part-time and other faculty. It is divided into two sections:

- Legislative and Political Action
- Gains in Collective Bargaining

The first section, Legislative and Political Action, presents case studies of AFT affiliates in five states who are using the political and legislative process to secure gains, such as pro-rata pay and better benefits, on behalf of part-time and other faculty. The cases deliberately represent a

range of circumstances and experiences—from Washington state, where members of the Washington Federation of Teachers have already achieved significant pay increases for part-time faculty, to Pennsylvania, where members of the Faculty Federation of the Community College of Philadelphia, along with other AFT locals, are in the beginning stages of building a statewide lobbying and organizing network. Most of these case studies run through the year 2000 because 2001 legislative outcomes were unsettled at the time this research was conducted.

The second section, Gains in Collective Bargaining, highlights recent advances at the bargaining table on behalf part-time and other faculty. These include advances in the following areas:

- Improved working conditions for part-time faculty, including increased pay, benefits, professional privileges, job security, and career advancement opportunities.
- The restoration of full-time faculty positions, including efforts to set fixed institution-wide and departmental ratios.
- Special provisions for full-time nontenured faculty, including contract language that allows such faculty to move into tenure-track positions.

The two sections, considered together, show the importance of taking a unified approach to the issues surrounding part-time, nontenure-track, and other faculty. As the experiences of several affiliates demonstrate, legislative gains often reinforce bargaining gains, and vice versa, creating powerful momentum for improvements that benefit all faculty.

SECTION ONE

Legislative and Political Action

WASHINGTON STATE

Like other AFT affiliates across the country, members of the Washington Federation of Teachers (WFT) and its locals have led the drive for part-time faculty rights in their home state, where nearly 10,000 part-time instructors teach at community and technical colleges.

Although the WFT has been fighting on behalf of part-time faculty for years, the effort to improve part-time salaries, benefits, and working conditions gained new life in 1998. Until that time, part-time faculty members were earning only 40 percent of what their full-time counterparts were making for teaching similar classes. Recognizing the inherent unfairness of this pay disparity, and realizing that such low salaries created an economic incentive for colleges to hire part-time faculty instead of filling full-time positions, the WFT convention passed a resolution in May 1998 making pro-rata pay for part-time community and technical college faculty its number-one priority in the upcoming legislative session (January to April 1999). The march toward equity was on.

The Equity Campaign

Planning and Focus Groups

With the aid of carefully selected focus groups, the WFT spent much of the summer of 1998 fine-tuning its message for the upcoming campaign. As various campaign slogans were tried and tested, focus group participants repeatedly expressed overwhelming support for one basic principle: equal pay for equal work. That is, people believed that part-time faculty should be paid the same as full-time faculty

when they had the same qualifications and taught the same classes. As a result, WFT leaders and members decided to make “equal pay for equal work,” or equity, the central theme of their campaign.

The Public Campaign

In September 1998, the equity campaign was officially launched, just in time to influence Governor Gary Locke’s proposed budget, which he was slated to submit to the legislature in January 1999. Accordingly, the first stage of the campaign emphasized a postcard blitz to the governor, urging him to insert money in his budget for part-time equity. The result: thousands of postcards from members across the state flooded Governor Locke’s office, helping to persuade him to include \$2 million for part-time equity in his budget.

Although this was a victory for equity, WFT members were not satisfied and turned their attention to securing a larger sum of money from the state legislature. From January to April 1999, the WFT implemented its Adopt-a-Week lobbying program. As part of this effort, locals around the state each adopted one week of the legislative session during which they assumed primary responsibility for encouraging members and their local community to lobby their respective state legislators. This strategy not only helped to distribute the workload among locals, it also proved very effective: State legislators received thousands of letters, phone calls, and e-mails in support of part-time equity from full-time faculty, part-time faculty, administrators, students, and concerned community members statewide.

While directly lobbying Governor Locke and state leg-

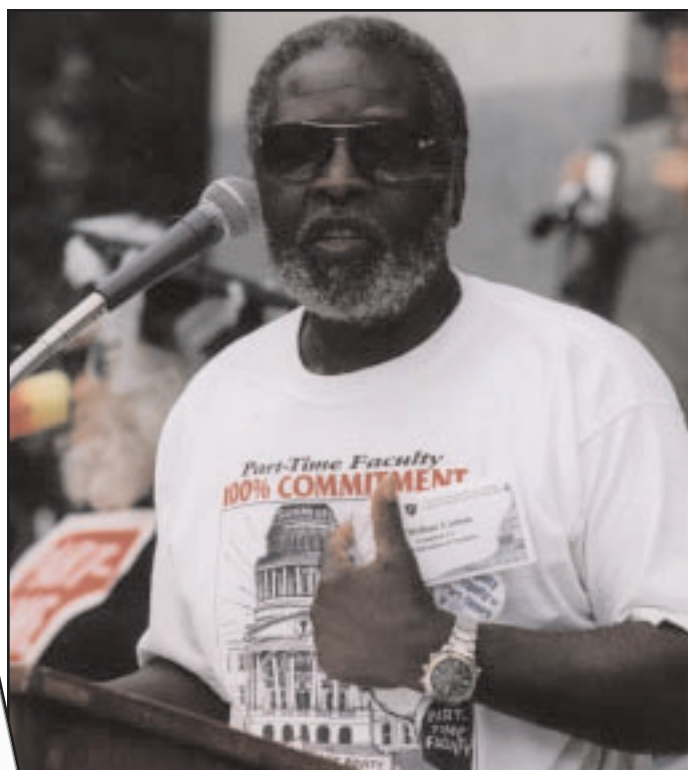
isolators, the WFT continued to build public and media support for equity by holding rallies in Olympia and sites statewide. Over the course of the campaign, rallies featured creative visuals aimed at fostering sympathy for the plight of “freeway fliers.” For example, one rally at the state Capitol featured a well-traveled car brimming with portfolios, papers, pens, bags, snacks, and a grade book. The car, with a sign on it reading “Part-time Faculty Office,” was designed to symbolize the nomadic life of part-timers, many of whom spend their days zipping from one campus to another without access to a university-furnished office. Another state Capitol rally showcased a film called “A Day in the Life of a Part-Timer,” which was made by a WFT part-time faculty member. The film, shown during a

Senate Higher Education Committee meeting, documented the daily routine of part-timers and demonstrated to legislators that the “freeway flier” image is no fictional creation.

Legislative Accomplishments

The WFT’s hard work finally paid off in the spring of 1999 with the passage of the state’s biennial budget. That budget contained three major victories for part-time faculty:

- **Salary increases.** The legislature provided \$10 million of state money to be used exclusively for increasing part-time faculty salaries. To be eligible for a share of this



Left: AFT’s First Principles campaign “meet me in my office” called attention to the lack of professional working conditions for part-time faculty. On the right: Wilbur Cotton, Part-time representative on the California Federation of Teachers Community College Council, rallies members at a CFT part-time faculty lobbying event.

money, community colleges had to match state funds with their own funds by at least 40 percent. At the same time, they were allowed to provide matching funds as high as 100 percent, and in many cases, they did—a tribute in large part to the bargaining abilities of WFT locals. As a result, over the last two years, most part-time faculty members have received raises on the order of 15 to 20 percent, bringing average part-time pay to within 50 to 55 percent of full-time pay. Because the legislature's funding increase becomes part of the state's "carry forward" budget in subsequent sessions, part-timers should remain at least at this salary level in future years.

■ **Expanded eligibility for retirement benefits.** The legislature reduced the part-time eligibility threshold for TIAA-CREF retirement benefits from 80 percent to 50 percent of a full-time workload (defined in terms of teaching hours), allocating \$1.9 million for that purpose. WFT officials estimate that an additional 1,200 part-time faculty members have become eligible to receive benefits as a result of this change.

■ **An analysis of faculty employment patterns and prospects for increasing full-time positions.** A proviso in the budget required the State Board of Community and Technical Colleges (the state administrative agency responsible for overseeing two-year colleges) to ask each community and technical college to adopt goals designed to further increase part-time salaries and to decrease over-reliance on part-timers. The Board's survey of colleges, released a year ago, revealed that roughly half of the state's part-timers are concentrated in just seven disciplines. The Board thus recommended creating 300 new full-time positions, the majority of which would be in discipline areas marked by over-reliance on part-timers. Although the state has not yet put up the money to fund this recommendation, WFT leaders were nevertheless pleased that the Board, for the first time, acknowledged full-time conversions to be a priority. This recognition, they say, has helped keep the issue of part-timer over-reliance in the spotlight, setting the tone both at the bargaining table and for future funding in upcoming legislative sessions.

Additionally, the momentum generated from the 1999 budget victories helped produce one more significant gain for part-timers in the 2000 (non-budget) legislative ses-

sion: a **pro-rata sick leave benefits bill**. Under the bill, part-time faculty are guaranteed sick leave days in proportion to their teaching load, as well as the ability to accumulate sick leave and to cash out unused sick leave upon retirement.

Looking Back and Moving Forward

Reflecting on the gains achieved in 1999-2000, former WFT president Susan Levy credits three strategies for helping to bring about victory. First, WFT was successful at "defining our goals and building support for those goals internally" before going public with the campaign. "We knew we couldn't achieve everything we wanted the first time out, so we narrowed our focus to salary increases for two-year college faculty. Then, once the goal was defined, we worked to secure the support of key constituencies, such as full-time faculty and other education unions."

A second key, says Levy, was message discipline. "The WFT was able to develop a simple and compelling message for the general public. In our case, that message was 'equal pay for equal work.' Once we had that message, we hammered it home over and over again, at every rally, at every opportunity. The media and public really bought into this message. They saw our campaign for what it was, a crusade for fairness, and this helped our cause immensely."

Finally, says Levy, you have to know when to compromise. "In 1999, we would have loved some money for full-time conversions and even more money for part-time salary increases. But we knew we couldn't get it. At a certain point, I think you have to realize that getting what you want is a process, and you just have to chip away. My advice to other states would be: 'Keep your eyes on the big picture and know what you want, but take what you can when it's available. You can always go back for the other pieces later.'"

Although the gains achieved are significantly less than what WFT members wanted, Levy maintains a healthy perspective: "Given the budget crunch in Washington state, any new money must be viewed as a victory. In fact, if new money is approved, part-timers are likely to be the only group of public employees who receive funds above the COLA. So, yes, we're disappointed that we're not moving toward equity as fast as we would like to. But the inclusion of at least some new money shows that legislators still honor their pledge to part-timers—and as for WFT members, we still plan on continuing our march to equity."

CALIFORNIA

California's 31,000 community college part-time (or adjunct) faculty members represent nearly two-thirds of all faculty, teaching 40 percent of the classes. Yet, according to figures compiled by the California Federation of Teachers (CFT), part-timers earn only 42 percent of what their full-time colleagues make for doing comparable work.

Over the last two decades, the CFT, under the leadership of its Community College Council, has been working diligently to put an end to California's over-reliance on and exploitation of its "freeway fliers" (called that, as in Washington state, because of the long hours they spend commuting from college to college to piece together a living).

In doing so, the CFT has been working on two fronts: 1) to increase the ratio of full-time to part-time faculty (through new hires and conversions); and 2) to bring part-timers' compensation and benefits (particularly health) to equity with that of full-timers.

Toward the first goal, CFT achieved an important legislative victory more than a decade ago, when the legislature set a standard of 75-25 for the desired ratio of full-time to part-time instruction (as measured in class hours). Although the state initially provided some money to reach this standard, CFT officials report that funds have since dried up, stalling progress at a ratio of about 60-40. Nevertheless, the law—by spurring funding and awareness—has helped prevent further erosion of the full-time faculty corps, and CFT leaders vow to keep the pressure on until the 75 percent benchmark is reached.

For example, just last year, CFT influenced the California Community College Board of Governors to pass regulations directing all community colleges to prepare a plan spelling out how to reach the 75-25 target within five years. Unfortunately, the California Department of Finance rejected these regulations on the grounds that they represented an unfunded mandate. In response, CFT is currently trying to persuade Finance to rescind that decision—and if that fails—is pushing a bill in the legislature that would provide money for the development of plans.

Meanwhile, CFT's efforts toward the second goal, achieving pay equity and better benefits for part-timers, have gained steady momentum over the last three years. A bill passed in 1999 (AB 420) brought important gains to part-timers, and, at press time, CFT members were on the

verge of securing a substantial budget appropriation aimed at increasing part-timers' salaries. The story of CFT's three-year odyssey is recounted below.

First Time Around: AB 420 Lays the Groundwork

The CFT achieved an important legislative victory in October 1999 with the passage of Assembly Bill 420. Dubbed a "part-time faculty bill of rights" by supporters, AB 420 improved the lot of part-timers through three major provisions. The bill:

■ **Expanded eligibility for health insurance.** Under the old law, only part-timers who worked the equivalent of a minimum full-time work assignment could qualify for coverage through the Part-time Faculty Community College Health Insurance Program.¹ AB 420 extended eligibility to part-time members who teach as little as 40 percent (two courses) of a full-time load in the same district. Although there are no hard numbers available yet on the effects of this expansion, anecdotal evidence reported to CFT officials suggests that the change has had a substantial impact on part-timers' ability to bargain for and receive at least partial employer-provided health coverage.

■ **Expanded eligibility for paid office hours.** AB 420 extended compensation through the Community College Part-Time Faculty Office Hours Program² to part-time faculty working as little as 20 percent of a full-time load. It also established a *minimum* of one paid office hour for every two classes or more taught each week. According to CFT officials, this program has proven very popular among community college administrators and faculty—so popular, in fact, that the state fund set up to match local contributions has been depleted. In this year's proposed budget, however, Governor

¹This is a state incentive program aimed at encouraging community college districts to offer employer-sponsored health coverage to part-time faculty. Under the program, the state matches every local dollar spent on part-time health insurance with a dollar of its own. Still, the program does not require community colleges to provide health coverage to part-timers. Under California law, the availability and terms of health benefits are bargained locally.

²This is a state matching program that works similarly to the health insurance program described above.

Gray Davis has asked for \$7.9 million to replenish and expand the fund. (See discussion of budget below.)

- **Mandated a study of part-time faculty employment and compensation patterns.** Through AB 420, the legislature made a formal pledge to achieve pay equity, and as a first step toward this, directed the California Post Secondary Education Commission (CPEC)—a state agency responsible for coordinating all higher education in California—to conduct an analysis of part-time faculty employment and compensation patterns, as well as to recommend policy options for achieving equity.

While AB 420 was a significant breakthrough for part-time faculty, it’s important to note that the bill did not achieve everything that CFT and its coalition allies sought. Initially, CFT—working with the AFL-CIO, the California Teachers’ Association, and several of the state’s non-affiliated faculty groups—pressed hard to have AB 420 include a requirement that part-time faculty be compensated at a rate directly proportional to that of full-timers, with funding to support that mandate. But Governor Davis, citing insufficient data on how much it would cost to fund parity, blocked the request.

As a result, the compromise plan outlined above was reached: part-timers got expanded health care and more paid office hours—and a study that could be used as the basis for future legislative gains. Although some were disappointed by the result, Judith Michaels, legislative director for CFT, never saw it that way: “AB 420 was huge. If you think about it, it was a formal recognition from both the governor and state legislature that there were serious problems out there—that an entire class of state employees was being systematically exploited. We had been trying to get an acknowledgement like that for years under [former Governor Pete] Wilson, but with no luck. AB 420 therefore became our framework and set the stage for round two of our fight.”

Second Time Around: Governor Hears the Call

With the CPEC study keeping the issue in the spotlight, the CFT and its allies launched an intensive grassroots campaign, Action 2000 (A2K), aimed at persuading the governor and state legislature of the merits of moving toward pay equity. As part of this campaign, CFT mem-

bers and supporters across the state organized rallies, conducted a letter-writing drive, lobbied state legislators, and collected 40,000 signatures for a petition that was presented to Governor Davis. Judith Michaels recalls the effort: “We were very successful at converting a lot of the anger out there into positive energy. After being rebuffed by the governor on funding, many of our members were very agitated. Fortunately, instead of hanging their heads, our members went to work—writing letters, making phone calls, leading rallies in various parts of the state. This had a tremendous effect.”

In the fall of 2000, the CFT produced an informational brochure on the subject of pay equity that was distributed to Davis, his key advisors, and legislators. The brochure argued that pay equity would help “bring badly needed stability to the community college teaching workforce, improving the quality of education...and [ensuring] all students access to adjunct faculty for assistance and advising.” As shown in Table 3, the brochure also highlighted the dramatic pay differences between adjunct faculty members and other California educators:

TABLE 3

	Annual Average Compensation (Beginning salary plus benefits)
Community College Full-time Faculty	\$45,700
K-12 Teachers	\$42,000
Community College Faculty Adjunct (with full-time work load)	\$19,245

While conducting an external campaign with policy makers and the general public, CFT and its allies also worked internally to shore up the support of a key state administrative group: the Community College Board of Governors. Board members are appointed by the governor and are charged with overseeing the state’s community college system. Although the Board once had a long history of opposing CFT’s part-time faculty agenda, a change in the Board’s composition under Davis’s tenure has helped make the group more receptive to CFT’s arguments.

As a result, by the fall of 2000, the CFT and its allies were able to achieve a major breakthrough: They convinced

the Board to sign on to a three-year plan to fully close the pay gap between part-time and full-time faculty. As a first step, the Board proposed that the governor include \$75 million for that purpose in his January 2001 budget. Said Board Chancellor Tom Nussbaum: "Over the past 25 years, our part-time instructors have carried a very heavy load....The entire community college system...is committed to securing major new funding to address the long-standing compensation inequities that these critical employees have borne."

By the end of 2000, the lobbying campaign, the Board's support for new funding, and the anticipated release

of CPEC's report all combined to sway Governor Davis in the direction of equity. In January 2001, he proposed \$62 million in new funding for part-time faculty compensation, along with an additional \$7.9 million for paid office hours. Although short of the Board's \$75 million recommendation, CFT members were nonetheless pleased with the commitment. Said CFT president Mary Bergan in a press release: "Governor Davis has recognized that the quality of education and simple fairness demand that educators not have to spend hours flying down freeways between part-time jobs at different colleges to make ends meet. By allocating [this money,] the governor has taken a major step toward bringing adjunct faculty pay in line with that of full-timers."

Just weeks after the governor's budget proposal, CPEC released its long-awaited report on part-time employment and compensation. As expected, it underscored the righteousness of CFT's crusade. Among other findings, the



The California Part-Timer calls attention to the working conditions of part-time faculty, while California Federation of Teachers members march around the state Capitol on Sacramento, C.A.



MARCHING TOWARD EQUITY
AMERICAN FEDERATION OF TEACHERS

study concluded that part-time instructors receive very few benefits and earn salaries equaling “50 percent to 60 percent of what a full-time instructor with comparable experience and educational background earns.” (This finding is consistent with CFT’s 42 percent figure, which combined salary and benefits.) To close this pay gap, the study recommended that community college districts develop comparable part-time and full-time salary schedules. CFT leaders credit the CPEC report for helping fuel support for the governor’s funding proposal.

Spreading the Wisdom

At press time, CFT leaders were optimistic that the legislature would respond favorably to the governor’s request for \$62 million in part-time pay increases. At the same time, they cautioned that an escalating energy crisis, as well as other political uncertainties, made the final outcome impossible to predict.

Whatever the end result, CFT’s long struggle for part-time rights offers important insights to other states seeking similar gains. The following are a few pointers from CFT legislative director Judith Michaels:

- **Be concrete.** Have something concrete to rally around, whether that something is a legislative bill, a resolution or a study, she says. “It’s much easier to motivate people to act when there’s something specific they can support as opposed to the abstract notion of equity.”
- **Form coalitions.** The CFT was able to build a “formidable coalition” with other labor and faculty groups—namely, the AFL-CIO, the California Teachers’ Association, and many of the non-affiliated community college faculty groups. “We made a great team with each group bringing different experience and skills to the table. Most important, on just about every fight, we held together, which sent a strong message to the governor and legislators about our collective will and influence.”
- **Get students involved.** While part-time supporters have debated how to take their cause to the public—perhaps as a “consumer/quality” issue—Michaels says that talking in terms of “increasing student access to part-time faculty” was a very successful strategy for getting students fired up about the campaign. “We made the point that the more time part-time faculty are allotted for prepara-

tion and office hours, the more time they will be able to spend with students on academic assistance and advising. Students really got this message and came on board. A few even testified before state legislators.”

- **Use symbols.** The campaign used a variety of recognizable symbols—for example, old cars equipped as mobile “offices,” and a character, the “freeway flier,” to symbolize the fragmented work life of part-time academics. “While it was sometimes difficult to find an old car on a moment’s notice, the freeway flier costume, complete with academic regalia, tattered feathered wings, and an overstuffed briefcase labeled ‘my office,’ could be worn by anyone, and so the freeway flier could show up anywhere in the state to lead rallies, talk to reporters, hand out pamphlets, whatever was needed. It was a lighthearted strategy, and we had some fun with it, but the important point is that the media and public came to associate the character with our campaign, creating sympathy for our struggle.”

Of course, the hope is that with some help this year from the state legislature, California’s freeway fliers will be able to spend a little less time on the road and a little more time where they belong: on campus, with students, steps closer to earning the pay and benefits they deserve.

ILLINOIS

Consistent with national trends, public universities in Illinois have grown increasingly dependent on nontenure-track and part-time faculty members to provide instruction to a burgeoning student population. Yet, according to officials from the University Professionals of Illinois (UPI), the majority of these instructors earn only 30 percent to 40 percent of what their full-time counterparts make.

Thanks to the tireless work of UPI members, however, there is hope that this exploitation may soon begin to abate. In November 2000, after intensive lobbying by UPI and their allies, the Illinois Legislature passed a strongly worded resolution that is expected to reduce the over-reliance on part-time faculty members, while also charting a course toward greater parity in pay and benefits.

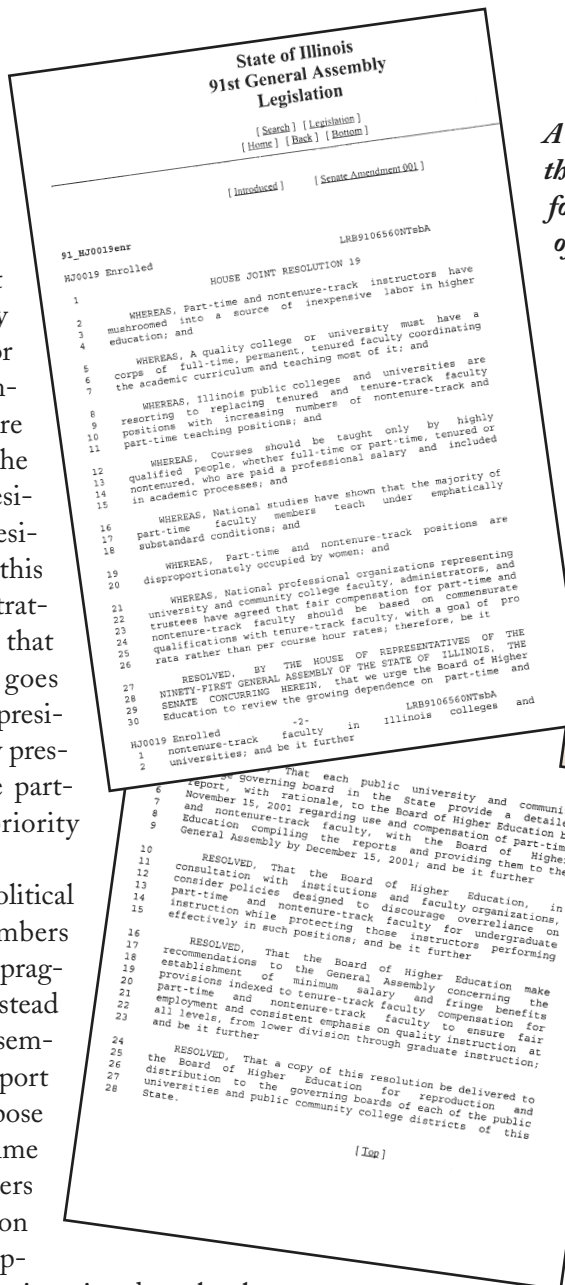
The Art of the Possible

The struggle for part-time faculty rights in Illinois—to put it mildly—has been an uphill battle. Over the last several

years, UPI members have consistently confronted two interconnected obstacles: 1) a lack of willingness on the part of powerful university presidents to advocate for part-timers; and 2) a non-receptive state legislature that routinely defers to the will of the university presidents. Mitch Vogel, president of UPI, explains this dynamic: "We face a frustrating situation in Illinois in that the legislature usually goes along with the university presidents, and most university presidents have not yet made part-time equity a high-priority item."

Lacking a favorable political environment, UPI members thus decided to take the pragmatic route to equity. Instead of pressing the Illinois Assembly to immediately support new funding for the purpose of conversions or part-time pay equity, UPI members concentrated their efforts on drafting and winning support for a legislative resolution aimed at closely studying the employment and compensation practices of public universities. "We knew we had no chance of getting the legislature to commit to parity right off the bat," explains Vogel. "So we opted to create a mechanism for routinely collecting data and holding universities' feet to the fire."

To secure legislative support for their resolution, UPI members conducted an intensive lobbying campaign. As part of the effort, UPI legislative leaders invited part-time faculty members to Springfield, where they received training on how to lobby. Then, on Lobby Day, these part-timers met face to face with state legislators to share their stories of substandard wages and working conditions.



A critical first step: the resolution sponsored by the University Professionals of Illinois calling for an in-depth look at the employment practices of the Illinois public universities and colleges.

"Being able to put a human face on the issue was very important," says Vogel. "Nobody wants to see hard-working people being exploited. It goes to show that basic fairness is a transcendent principle, one that cuts across party lines."

In addition to enlisting members to tell their personal stories, UPI members also built a strong empirical case for equity,

compiling extensive data on the disparities in pay and benefits between full-time and part-time faculty. "We wanted the numbers to speak for themselves," recalls Vogel. "Besides, our union is loaded with professors of economics and statistics. We'd be crazy not to put these talents to use."

Finally, UPI made sure to shore up support for the resolution from friends in the labor community. "Lobbyists from all the major unions meet on a regular basis so we can discuss upcoming legislation and present a unified front," explains Vogel. "This resolution was no exception."

A Blueprint for Justice

As a result of these efforts, first the Illinois House in the spring of 2000 and then the Senate in the fall of 2000 passed UPI's resolution. The resolution, in its final form, represents a major breakthrough that is expected to have significant implications for the ability of part-time faculty to improve pay and working conditions. Much more than a simple statement of support, the resolution contains three far-reaching mandates:

- University reports on employment practices, including a rationale for them. “Each public university and community college governing board in the State [will] provide a detailed report, with rationale, to the Board of Higher Education by November 15, 2001, regarding use and compensation of part-time and nontenure-track faculty, with the Board of Higher Education compiling the reports and providing them to the General Assembly by December 15, 2001.”
- Policy recommendations for creating more tenured full-time positions. “The Board of Higher Education, in consultation with institutions and faculty organizations, [will] consider policies designed to discourage overreliance on part-time and nontenure-track faculty for undergraduate instruction while protecting those instructors performing effectively in such positions.”
- Policy recommendations for achieving parity in compensation. “The Board of Higher Education [will] make recommendations to the General Assembly concerning the establishment of minimum salary and fringe benefit provisions indexed to tenure-track faculty compensation for part-time and nontenure-track faculty.”

Tide Turning

The emphatic language contained in the resolution has UPI members hopeful that the tide may finally be turning in Illinois—starting at the bargaining table. “By requiring universities to publicize and justify employment practices, the resolution should give us some leverage at the bargaining table,” predicts Vogel. “We’re hoping this will translate into significant gains in upcoming years.”

As for the union’s legislative efforts, Vogel says that UPI members plan to push for new conversion and parity initiatives once employment and salary data from the universities and colleges start to roll in.

In the meantime, UPI will continue to work internally and externally to secure backing for its agenda. Internally, UPI leaders will concentrate on building support for conversions and parity among the university presidents, boards, and administrators. Vogel is cautiously optimistic: “The pressure is growing on university leaders to invest in the system’s teaching force. They know that the entire university community—and, in particular, the tenure-track faculty members—want to see a stable, highly qualified

teaching corps. It’s going to be very hard for them to put off action much longer.”

Adding to this pressure is a recent move by the Illinois Board of Higher Education, in response to the above resolution, to establish a committee to study the use of part-time and nontenure-track faculty at public institutions. In accordance with their mandate to involve “faculty organizations,” the Board has already contacted UPI for its input.

Externally, UPI will be taking its case to the general public with increased fervor, casting the struggle for part-time equity as a consumer issue, not only a fairness issue. “Right now, our nontenure-track and part-time faculty members are performing at very high levels,” says Vogel, “but they’re stretched way too thin, often dashing from job to job to make ends meet. The public needs to understand how the universities’ lack of commitment to their part-time faculty affects the student learning experience. Our state universities promise taxpayers, parents, and students a world-class education. It’s time they deliver what they advertise by investing in and supporting their teaching force.”

NEW YORK

The New York state higher education system has endured an all-too-familiar tale over the last two decades: Deep budget cuts, coupled with a shift to low-cost adjunct labor, have ravaged the ranks of full-time faculty, reducing their representation to just above 50 percent at four-year colleges and an astonishingly low 30 percent at community colleges.

To combat this trend, New York’s higher education AFT affiliates, representing a combined 50,000 full- and part-time instructors, are engaged in an all-out battle to rebuild the full-time faculty corps throughout all levels of the state system. “Getting to 70-30 [70 percent full-time, 30 percent part-time] is our number-one higher education priority,” says Lou Stollar, president of United College Employees of the Fashion Institute of Technology (UCE-FIT). Joining UCE-FIT members in this effort are their union colleagues at the United University Professions (UUP) of SUNY and the Professional Staff Congress of CUNY.

While New York’s higher education locals can tout a long history of ground-breaking gains at the bargaining table, they are quick to acknowledge that restoring full-

time faculty lines and bringing dignity to part-timers requires a coordinated legislative strategy as well. “It doesn’t matter how we accomplish our goals—whether it’s at the table or through the legislature—so long as we get what we need for our members,” says Stollar.

In fact that process has begun. With the full political backing of their state affiliate, the 450,000-member New York State United Teachers (NYSUT), New York’s higher education locals have convinced legislators for two years running to fund a union-conceived initiative specifically aimed at creating new full-time faculty lines among the system’s colleges and universities.

The Full-Time Faculty Initiative

In their quest to reach their 70-30 target, New York’s higher education locals can point to a significant initial triumph: legislative support for their Full-Time Faculty Initiative. The initiative, which exists outside the higher education system’s regular operating budget, provides state funds that are to be used by colleges and universities for the exclusive purpose of restoring full-time faculty lines. In the last two budget years, union members persuaded the legislature to commit \$6.5 million and \$14 million, respectively, to the initiative, helping to pay for an estimated 300 new full-time faculty positions statewide.

While the amount of money provided through the initiative is nothing to sneeze at, many union leaders believe that the message being sent by the legislature to college administrators is of equal or greater significance. “At this point, the symbolism of the program is probably more important than the actual number of positions it pays for,” says Stollar. “With this program, we can turn to college administrators and say, ‘The legislature and governor want you to do something about the problem of full-time faculty erosion.’ This keeps the pressure on them to do the right thing and helps tremendously at the bargaining table.”

In his own case, in particular, Stollar is not exaggerating. Using appropriations from the Full-Time Faculty Initiative as seed money, Stollar’s union was able to work with UCE-FIT administrators to restore 38 full-time faculty lines over the last several years. Although not all locals have achieved the same level of success, UCE-FIT’s accomplishment is a good sign that locals’ relentless focus on reaching the 70-30 target is beginning to reap dividends.

The second part of the battle, of course, is making sure

that a fair share of new full-time positions go to part-timers. Although the legislature cannot mandate this, some locals, such as Stollar’s, have negotiated “hiring preferences” for part-timers or at least have been able to use their clout to establish the practice informally. “One of the things we’re proudest of here at UCE-FIT is that roughly 90 percent of new full-time faculty jobs have gone to part-timers,” says Stollar. “Which is exactly how it should be. We all know that part-timers have paid their dues.”

Sustaining the Momentum

Having gotten the ball rolling with their Full-Time Faculty Initiative, higher education union members are hopeful they will be able to sustain the momentum in future years. Or as Stollar puts it: “We got our foot in the door. Now we want to open that door even wider.” A promising development in this direction is that locals have succeeded in getting their Boards of Trustees to sign on to the 70-30 goal.

As for Governor Pataki, he offered mixed signals in his most recent state budget proposal. While the governor, for the first time, acknowledged that additional full-time faculty lines should be a “priority” among the Boards of Trustees, he also proposed eliminating community colleges’ share of funding (\$6.2 million) under the Full-Time Faculty Initiative.

In a public statement, Alan Lubin, executive vice president of NYSUT, praised the governor for recognizing full-time faculty to be a priority, but criticized his budget for leaving the restoration of full-time faculty “as an option—not a requirement.” Moreover, he labeled the community college portion of the budget “regressive,” arguing that it sent the “wrong message.”

At press time, NYSUT officials signaled that they would push the legislature to reject the proposed community college cuts and to expand funding through the Full-time Faculty Initiative to nearly \$28 million. Meanwhile, NYSUT and higher education leaders are continuing to pursue their broader strategy—getting the legislature and governor to agree to a multi-year plan for reaching the 70-30 target.

K-16 Unity and Political Strength Are Keys to Success

As New York’s higher education locals push for more full-

time faculty—and, possibly, for part-time parity—they take comfort in the fact that NYSUT protocol calls for all of the organization’s locals to pursue a coordinated K-16 political and legislative agenda. “We’re 450,000 members statewide, and we vote as a unified force on the issues,” says Stollar, who credits the massive lobbying efforts of the entire NYSUT organization for the recent successes of higher education members in the state legislature.

Taking a bipartisan approach to politics helps, too. “We make a point to work with both sides of the aisle,” says Peter Martineau of the NYSUT staff. “Our policy is to endorse candidates based on their voting record, not their party. As a result, we have excellent relationships with both Republicans and Democrats at all levels of government.”

Equally important, NYSUT and higher education leaders have been quick to seize on a basic political axiom: Money counts. Over the last year, NYSUT members raised nearly \$3.6 million in PAC funds, which were distributed to candidates most supportive of NYSUT’s K-16 agenda. “Quite honestly,” says Stollar, “we wouldn’t have enjoyed nearly the same success without a strong political action committee. If I could give but one piece of advice to higher education leaders in other states, it would be this: ‘If you want to be a player, develop those PACs. There’s no better way to get politicians to listen to your concerns.’”

PENNSYLVANIA

Like their colleagues in other states, part-time faculty in Pennsylvania have experienced a frustrating history of over-use and exploitation. Case in point: While part-timers at the state’s community colleges represent 78 percent of all faculty and teach 48 percent of the courses, they are paid, on average, less than 40 percent of what their full-time counterparts earn.

The good news is that members of AFT’s Faculty Federation of the Community College of Philadelphia (FFCCP) have refused to tolerate this

A unified message: The Pennsylvania Coalition for Parity in Higher Education send a straightforward message on a button advocating “parity for part-time faculty.”



injustice. Working with other AFT faculty locals throughout the state (particularly those at Bucks County and Montgomery County Community Colleges, where part-timers are organized), as well as with other faculty and labor groups, FFCCP is mounting a statewide campaign to improve the salaries, benefits, and working conditions of part-timers. “While some locals have been able to achieve modest improvements for their members, we feel the problem is much bigger than any one or two contracts and needs a legislative solution,” explains FFCCP co-president Karen Schermerhorn.

Not that the going has been or will be easy. With Republicans controlling both the governor’s mansion and state legislature, and with a majority of the state’s part-time faculty members still unorganized, FFCCP leaders realize that they will have to take a series of small steps toward their long-term goals. “We’re not expecting the moon tomorrow, but we’re not going to call off the launch either,” vows Schermerhorn. “We’ll get there eventually.”

Getting Off the Ground

With help from an AFT First Principles grant, FFCCP has begun to lay the foundation for a grassroots lobbying campaign, the ultimate aim being a law that mandates and funds full pro-rata pay and benefits for part-time faculty.

As step one in this effort, FFCCP, in conjunction with its higher education allies, commissioned a study on “contingent faculty” in Pennsylvania’s higher education system. The study, conducted by the Keystone Research Center, documented the uniformly substandard salaries, benefits, and working conditions of part-time faculty at public colleges across the state. Moreover, the study found that, among the 50 states, Pennsylvania’s system of community colleges ranked third from the top in reliance on part-timers (78 percent of all faculty) while coming in a dismal third *from the bottom* in per-capita state funding. FFCCP members have used these findings to help build their case for increases in community college funding, particularly in regard to part-timers’ salaries.

Second, FFCCP has helped organize a statewide coalition specifically focused on the concerns of part-time instructors. The coalition, called the Pennsylvania Coalition for Parity in Higher Education (PaCPHE), includes the so-called charter members of the group—FFCCP and the AFT locals at Bucks County, Montgomery County, and Temple University—as well as the Pennsylvania Federation of Teachers, the Pennsylvania AFL-CIO, and the Pennsylvania Association of Higher Education (part of PSEA/NEA). Also, just last spring, the AFT locals at Cambria County, Allegheny County, Reading Area, and Northampton County Community Colleges signed on as supporters. The coalition has issued a strong joint statement on parity, which can be found, along with other useful information, at the group's Web site: <http://pacphe.tripod.com>.

Schermerhorn says that a partnership with the state AFL-CIO and other labor groups was a natural step for her union to take: "The Teamster's strike in 1997 really brought the issue of part-time employment to the forefront here in Pennsylvania. It helped us realize that part-timer abuse is an issue that cuts across industries and professions and that our efforts on behalf of college faculty are simply one part of the broader campaign for part-time rights."

With the coalition for parity up and running, focus has shifted to the state legislature. Similar to UPI in Illinois, advocates for part-timers in Pennsylvania are pursuing a multi-step process toward equity: a resolution and study, followed by actual parity legislation. Toward the first step, FFCCP has succeeded in persuading State Senator Allyson Schwartz to introduce a resolution mandating a state study of colleges' overreliance on and compensation of part-time faculty, with an eye toward long-term policy solutions.

Although the resolution has attracted several co-sponsors, it has yet to win the support of a Republican senator. Schermerhorn is the first to admit that the resolution won't go anywhere without bipartisan support: "Clearly, we need some of our Republican friends to get behind this resolution, and I think they will. I think they will come to see that, above all, part-time equity is a basic fairness issue, not a partisan issue."

In a bid to secure bipartisan support for the resolution, FFCCP and its coalition partners have begun to compile the names of part-timers and union activists who live in key legislative districts, urging them to write their state

representatives in support of the resolution. "The best thing we can do is to try to convince one legislator at a time," says Schermerhorn. "It's time consuming, it's labor intensive, but in the end, there's no better strategy."

An Organizing Opportunity

As FFCCP and its labor allies attempt to motivate part-timers statewide to take part in the political and legislative process, they face both a challenge and an opportunity.

The challenge lies in the fact that the vast majority of part-time faculty members, whether they teach at two- or four-year colleges, have yet to be organized. In fact, part-timers are organized at only five community colleges statewide (four are AFT affiliates; the other is affiliated with the NEA), and according to the above-mentioned Keystone Research Center report, these organized part-timers account for a mere one-fifth of the approximately 8,000 community college part-time faculty members statewide. Likewise, of the state's nearly 11,000 part-time instructors at public universities, only one-tenth are organized.

The opportunity, of course, resides therein. "The ground is fertile for organizing," observes Schermerhorn. "By sustaining our momentum at the legislative level and increasing our gains at the bargaining table, we can make a strong case to unorganized part-timers as to why union solidarity is in their best professional and financial interests."

Another good omen, according to the Keystone report, is that every time part-time faculty organizers in Pennsylvania have been able to reach the stage of a collective bargaining election, part-timers have voted to go union.

A priority in this organizing push is targeting the three community colleges where full-time, but not part-time, faculty are represented by AFT: Allegheny County, Northampton County, and Reading Area. FFCCP activists are encouraging part-time faculty at those campuses to contribute to the legislative drive in whatever ways they can, with the hope that it will be the genesis of a lasting movement.

"We just have to keep tapping into the anger out there, keep hammering away," says Schermerhorn. "You know, gains in different arenas tend to have a snowballing effect. You get a legislative victory in Harrisburg, a contractual victory here, an organizing victory there, and all of a sudden, things are moving very fast. You just have to be ready, and we are."

SECTION TWO

Gains in Collective Bargaining

While the legislative activity and other public initiatives outlined in the previous sections are relatively recent developments, bargaining with management on part-time / full-time issues has been an ongoing effort at higher education locals for some time. Many of these issues were outlined in our earlier report, *The Vanishing Professor*. What has happened in the area of collective bargaining since then?

The first news is not dramatic, but very important: The contractual gains of previous years have been sustained, and, in many cases, strengthened. Additional positive news is the fact that other locals have been able to establish similar provisions in their contracts, and, in some cases, develop new strategies for approaching particular issues. This work is ongoing in current negotiations. The following discussion examines the contractual gains that have been made. Specifically, with regard to part-time faculty, we will look at provisions dealing with:

- Pay
- Benefits
- Job security and hiring preferences

In addition, we will look at provisions that protect full-time tenure-track faculty positions including those that address issues such as:

- Institutional Full-time / Part-time Ratios
- Departmental Ratios

Finally, we revisit the issue of bargaining for nontenure track full-time faculty and the questions surrounding this issue.

IMPROVING WORKING CONDITIONS FOR PART-TIME FACULTY

The issues of wages and benefits and improved working conditions have always been at the heart of collective bargaining. A primary concern for full-time faculty has been maintaining and improving on the established gains. For part-time faculty, however, winning those gains in the first instance is still a contentious issue.

The United University Professions: A Comprehensive Approach to Pay and Benefits

The latest contract negotiated by the United University Professions, the local that represents the 24,000 academic and professional employees of the State University of New York, resulted in one of the most comprehensive packages of part-time pay and benefits in the country so far. As the union moved toward negotiations, it put the state on notice that improving conditions for part-time faculty members was a priority. With the support of the full-time faculty members in the unit, union leaders argued that improving the working conditions for part-timers was an important means of mainstreaming them into the academic community, thereby attracting and retaining quality faculty members. This strategy made improving part-time faculty conditions a shared goal that would benefit the entire SUNY system, rather than simply arguing for more compensation and benefits.

As a result, part-time faculty members are represented systematically throughout the UUP contract in the areas of pay, benefits, and professional development opportunities.

In the area of pay, part-timers represented by UUP received:

- guaranteed minimum salaries, pro-rated on the basis of the minimum full-time faculty salary with guaranteed 3 percent increases during each year of the contract.
- lump-sum payments up to \$500 upon ratification of the contract based on the part-time faculty member's teaching load.

In addition, eligible part-timers received benefits that included:

- six months of health insurance for each semester worked, plus additional coverage through the UUP Benefit Trust Fund—part-time faculty members who teach both fall and spring semesters receive year-round coverage.
- full dental benefits, even for those working only one semester.
- contributions to their dependent care accounts.
- medical flexible spending accounts.
- equitable means for calculating vacation and sick-leave accruals.
- opportunities to take part in a UUP tuition scholarship program established for qualified dependent children.

Finally, in an effort to create better professional working conditions, UUP successfully negotiated that:

- the Statewide Professional Development Committee will "make recommendations and implement professional development programs responsive to the needs of part-time academic and professional employees" (74).
- the campuses will be required to publish part-time hiring practices.

Provisions for part-time faculty now mirror those for the full-time faculty in many areas.

According to UUP president Bill Scheuerman, all this constitutes an important step, but just a first step, in the right direction.

Other Issues To Consider When Negotiating Part-time Faculty Pay

"Catch-Up" Part-time Pay

Many locals have adopted a strategy of pushing for significant part-time faculty pay raises to move toward equity. For example, the **Northeastern Illinois University Chapter of University Professionals of Illinois**, which just recently managed to get part-time faculty included in the contract as part of their Unit B, has made part-time faculty salaries a priority. In recent negotiations, full-time faculty and support professionals in the chapter received a solid 5 percent raise. Part-time members, however, received an almost 10 percent raise in pay.

The **Ventura County Federation of Teachers in California** is also working through a catch-up period. The local's contract has established a "Pro-Rata Equalization Pool" (PREP)—money above and beyond the general salary increases for all faculty. Over the three-year period of its contract, the local has negotiated increasing percentages for this pool. The PREP was increased 6 percent the first year, 8 percent the second, and 10 percent the third. Going even one step further, the Ventura County Federation is distributing this money in such a way as to move those farthest from equity forward the fastest. Section 3.1 of the contract establishes that:

the PREP will be distributed first to the lowest percentile step and column placement to bring it equal in percentage to the second-lowest percentile placement. As funding permits, secondary, tertiary, etc. distributions will be made to each combined placement to move them to the next highest percentile placement. This process will repeat until the PREP is exhausted. (3)

The United University of Professions' monthly publication The Voice draws attention to the use of part-time faculty at the State University of New York and outlines the efforts of UUP's bargaining team to secure better conditions for part-timers.



Pro-Rata Pay: What It Means

Some locals have negotiated part-time pay raises moving toward equity; other locals fashion their contracts to achieve explicit parity targets.

How is pro-rata defined? One way is to say that part-timers should have parity in terms of the proportion of the full-time faculty workload devoted to teaching and teaching-related activities. If, for example, teaching-related activities were found to constitute 80 percent of a full-time faculty member's workload, with the rest devoted to committee work, research, and outside service, parity would be based on 80 percent of the full-time salary.

In general, however, the locals we've examined base the pro-rata on the *total* salary of a full-time member, whether teaching or non-teaching. This is the goal outlined in the contract negotiated by the **AFT College Guild of the Los Angeles Community College District**. While the union has not yet achieved pro-rata pay, the contract outlines the intent to move toward pro-rata for the different types of part-time faculty work. The contract states that pro-rata pay:

means that a part-time faculty member and a full-time faculty member *with comparable educational credentials* [emphasis added] and work experience who are performing the same duties and tasks receive equivalent salaries. All classroom faculty teach and engage in teaching-related work including, but not limited to, preparation, record keeping, and student grading/evaluations. Faculty should be similarly compensated for this teaching-related work, including the time spent assisting students during scheduled office hours. Part-time faculty who participate in college governance and/or provide other forms of service for the institution should be compensated similarly to full-time faculty for this service. (105)

The College Guild views this process as a way to fully involve part-time faculty in all of the work of the college proportionately. The provision continues to say that:

[a]s *pro-rata* pay for part-time faculty becomes a reality in the [Los Angeles Community College District], it is expected that part-time faculty members will participate, on a proportional basis compared to full-time faculty, in both teaching-related work and non-teaching-related activity. (105)

The College Guild has recently moved closer to implementing pro-rata pay by adding a contract language reopener that outlines how pro-rata will be calculated and emphasizes additional responsibilities that part-time faculty often assume and the need to account for those in the salary calculation.

Pro-Rata: Whom It Covers

Regardless of how the level of pro-rata pay is determined, the contract must also address who is eligible to receive it. For example, the **Seattle Community College Federation of Teachers** negotiated a category of pro-rata part-time faculty:

who are assigned more than two-thirds (2/3) but less than 100 percent of the normal weekly workload of their discipline, division, or department for a minimum of eight (8) weeks in a quarter during the regular college year. Faculty in this category are paid according to the full-time salary schedule prorated at the percentage of a full-time load they are assigned, except during summer quarter. (3)

Similarly the **Shoreline Community College Federation of Teachers** negotiated a category of "associate academic employees." Like pro-rata faculty at Seattle Community College, these faculty members are paid a salary that is "calculated at the percentage of the regular annually contracted full-time salary rate" (35). There are, however, two differences. The first is that at Shoreline the threshold for this category is based on a set number of credits rather than a percentage of a full-time workload. "Faculty in this category need at least (8) credit hours for the regular three-quarter academic year" (35). This is equivalent to at least 50 percent of a full-time load. The second difference is that the Seattle contract requires the district to pay all part-timers over the threshold a pro-rated salary, while the Shoreline contract sets a negotiated minimum number of faculty who will be paid pro-rata each year.

Pro-Rata: A Cautionary Note

While pro-rata pay is the way to go, according to Susan Levy, president of the **Washington Federation of Teachers**, problems can arise with provisions that institute pro-rata at a certain workload cutoff, e.g., 50 percent of a full-time load or eight credits. Levy said that institutions with such provisions may be less inclined to offer part-time faculty teaching loads over the threshold since doing so would be more expensive. Consequently, some part-time faculty may be induced to teach at multiple institutions rather than just one to make enough income.

The **Edmonds Community College Federation of Teachers** recently brought this issue to the institution's labor-management committee. At the time, part-time faculty teaching loads were limited to approximately two thirds of an FTEF (Full-time Equivalent Faculty) load, a

full-time load being defined numerically as between .98 and 1.02 FTEF with course credits assigned certain numerical weight. Under institutional practice, part-time faculty who crossed over into a full-time load were placed on the full-time salary schedule and paid appropriately. The effect, however, was that part-time faculty were almost always kept below the limit to avoid that situation.

In this case, on behalf of their part-timers, the local came to an agreement with management that part-time faculty can teach up to the bottom limit of a full-time FTEF (.97). Those part-time faculty members who teach such a load, and take on additional responsibilities such as advising, receive an extra 77 hours of pay at the special project rate of \$25 an hour. Mary Hale, president of the local, noted that in fall 2000, approximately 15 part-timers were receiving the extra special project rate in addition to their pay.

This agreement allows many part-time faculty to teach enough at Edmonds so they do not have to pursue work at another institution and provides additional compensation for extra work. But, of course, it does not compensate part-time faculty as fairly as the local would like.

The only solution would be to extend pro-rata to all teaching loads. At least one local has achieved this. Full-time faculty represented by the **Association of Pennsylvania State College and University Faculties (APSCUF)**, an unaffiliated union, have a standard teaching load of 12 credits per semester or 24 per year. Based on that teaching load, the APSCUF contract states that “[p]art-time academic faculty members shall be paid on the basis of one-twenty-fourth (1/24) of a full-time academic year’s salary for each workload hour taught” (55). Part-time faculty are placed on the salary schedule and paid pro-rata regardless if they teach one class or more.

Other Contractual Gains in the Area of Part-time Faculty Benefits

As we have seen, pay is not the only area that needs to be bargained for part-time faculty members. Better pay should be accompanied by access to benefits and other professional working conditions.

Negotiating Health and Welfare Benefits

The most important benefit that locals have achieved for part-time faculty is medical coverage. The provisions that

various locals have been able to bargain differ in terms of coverage and eligibility. Many provisions base eligibility on a minimum teaching load. For example, the **United University Professions’** contract, discussed earlier, establishes eligibility as any part-time faculty member who is teaching two or more classes. Other contracts base eligibility on a term of service. For instance, the **Glendale College Guild** contract requires that part-time faculty have “worked at least one calendar year’s service [two semesters or one semester and two inter sessions] immediately prior to applying for” their health insurance plan (53). Another example comes from the **Portland Community College Faculty Federation** contract. Article 9, Section 8 states that:

[t]he Federation shall set up a trust fund for members of the bargaining unit for reimbursement of health care premiums. Employees shall be reimbursed by the Federation upon submitting evidence of payment or an invoice for their premium. Employees must have completed 600 contact hours to be eligible for this program. (16)

In some cases, coverage is progressive—i.e., the more a part-time faculty member teaches, the more coverage is available.

The good news is that the contracts that address medical coverage for part-timers are too numerous to cover here. To provide a sense of how widespread this development is, below is just a sampling of locals and state federations that have been able to successfully obtain some form of medical coverage for part-time faculty. These include:

- United University Professions of the State University of New York
- United Federation of College Teachers at Pratt Institute
- Washington Federation of Teachers
- Portland Community College Faculty Federation
- San Francisco Community College District/AFT
- Glendale College Guild
- Association of Pennsylvania State College and University Faculties
- Faculty Federation of the Community College of Philadelphia

In addition, many locals have negotiated a variety of other insurance provisions for part-time faculty. As reported in *Vanishing*, for instance, the **United Federation of**

College Teachers at Pratt Institute has negotiated life and disability insurance. Others have as well. For instance, the **University of Maine Part-Time Faculty Association** has negotiated a provision that allows eligible part-time faculty to obtain “[g]roup term life insurance equal to the unit member’s salary rounded to the next higher \$1,000.... [P]articipation in the program is optional for part-time employees. The university pays the full cost of the premium” (23). Another example is the contract negotiated by the **Faculty Association of Adirondack Community College**, an NEA unit, that includes a long-term disability insurance provision for eligible adjunct faculty. Article 27 states that “[t]he college shall continue to provide long-term disability insurance for all Employees who have completed one year of service” (42).

Many contracts include a range of leave provisions. **The Professional Staff Congress of the City University of New York** has negotiated medical and emergency leave for part-time faculty. Article 14 states that “[a]djunct classroom teachers... may be excused for personal illness or personal emergencies including religious observance, death in the immediate family, or similar personal needs” (24). Similarly, the **United College Employees of the Fashion Institute of Technology (UCE-FIT)** negotiated part-time faculty leave for personal illness, emergency, and bereavement, as well as two “personal business days.” The contract also allows part-timers to bank sick leave and, in cases where necessary, apply for a “loan of additional sick leave after exhausting all hours or days in his/her sick bank” (34).

Bargaining for Professional Issues

In addition to health and welfare benefits such as these, many contracts include provisions enhancing the professional status of part-time faculty. The **United College Employees of the Fashion Institute of Technology** contract establishes part-time faculty as voting members on issues of departmental governance. Section 11 provides that any part-time faculty member who holds a Certificate of Continuous Employment has the right to vote in departmental matters such as appointment, tenure, promotions, elections of chairs, and other matters. Lou Stollar, president of UCE-FIT, noted that in one round of negotiations, management offered a vastly improved health insurance program for part-time faculty if the part-timers would give up their rights to participate in such depart-

mental matters. The part-time faculty turned down this offer, demonstrating how important professional issues such as governance are to all faculty.

Other locals have addressed various other professional issues. For instance, the contract negotiated by the **Onondaga Community College Federation of Teachers (NY)** includes tuition waiver benefits. The **Faculty Association of Jamestown Community College (NY)** has also negotiated a provision for tuition waivers, which states that “[a] part-time faculty member shall earn a number of credit hours equivalent to the credit hours which he/she teaches in a year. These credit hours may be taken in course work at no charge by the faculty member or his/her dependents if taken within three years from the time the credits are earned” (10).

The contract negotiated by the **Faculty Association of Monroe Community College (NY)** contains a Professional Working Conditions section that addresses issues relating to daily working conditions. This section ensures an orientation is provided for new adjunct faculty and outlines a means for including adjunct faculty in communications and office space. As the language in Section B.1 states, these seemingly simple agreements exemplify a larger institutional attitude.

A committee consisting of three College and three Faculty Association Appointees shall periodically make recommendations on ways to provide office space for the use of adjunct faculty to integrate adjunct faculty into the intellectual and professional life of the College. (27)

In addition, as was reported earlier in this report, the **California Federation of Teachers Community College Council** worked legislatively to gain compensation for part-time faculty office hours that some locals have taken advantage of (see previous section). For example, the **Los Rios Community College District Federation of Teachers** negotiated a provision that outlines an “Adjunct Faculty Office Hours Program.” This is “a voluntary program that will provide compensation for one adjunct faculty office hour per week of scheduled instruction as long as a minimum 40 percent FTE assignment is maintained” (8). This is a good example of the importance of bargaining in conjunction with legislative work. Robert Perrone, executive director for the Los Rios Federation, noted that while the money was made available legislatively, districts still need to negotiate this into the contract to obtain it, and not all districts have done so.

Negotiating for Job Security and Hiring Preferences

Another key issue is continuing employment and hiring preferences for part-time faculty. Here again, we highlight the contract of the **United College Employees of the Fashion Institute of Technology**. We should note that the UCE-FIT contract has been a forerunner and remains a leader in virtually every category of part-time faculty collective bargaining. Regarding job security, the UCE-FIT contract provides that part-time faculty who have met certain criteria receive “certificates of continuous employment,” which give them hiring preferences as well as access to a variety of benefits. As Lou Stollar, president of UCE-FIT points out, these types of provisions are critical to providing part-time faculty who desire to move into full-time positions a very real mechanism to do so. At UCE-FIT, an overwhelming majority of full-time positions are filled by faculty who have previously been working part-time and have earned certificates of continuous employment. The contract also still provides that part-time faculty have the right to be notified of job openings. Furthermore, if they apply and are not hired for a full-time position, they have the right to know the rationale behind the decision.

The Faculty Federation of the Community College of Philadelphia contract offers many of these same options to part-time faculty, including a:

- system for accumulating seniority units (1 per semester of teaching);
- seniority system for reappointment and hiring;
- requirement that, when a full-time hiring committee recommends two candidates for each full-time position, at least one of the candidates shall be a qualified member of the part-time/visiting-lecturer unit; and
- right to a written response if a senior part-time faculty member’s application for a Visiting Lecturer position was unsuccessful.

In addition, part-time faculty have recently gained the right to earn Visiting Lecture Seniority units, which will result in long-term part-time faculty becoming eligible for reclassification. Reclassification, which will be discussed in more detail below, is a process by which nontenure-track faculty are able to move into tenure-track positions.

These benefits all represent steps in the right direction that taken together will substantially improve the working lives of part-time faculty. In the next section we will discuss contracts that not only provide opportunities for part-time faculty to move into full-time positions, but also include provisions moving institutions toward creating more full-time faculty positions.

MAINTAINING FULL-TIME FACULTY POSITIONS

What follows is a variety of approaches to the issue of shoring up the corps of full-time faculty: some establish ratios or other numerical criteria, others provide avenues to convert part-time positions to full-time.

Institution-Wide Ratios

The Minnesota Community College Faculty Association and **The Faculty Federation of the Community College of Philadelphia** contracts set overall ratios. In the case of the Minnesota contract, the ratio is based on the percentage of full-time faculty hired, whereas the Philadelphia contract establishes the percentage of instructional work to be carried out by full-time faculty. The contract negotiated by the **Cooper Union Federation of Teachers** establishes that the bargaining unit will not be reduced during the life of the contract without a proportional reduction of non-bargaining unit members.

Not surprisingly, the more precise the language, the better. Lou Stollar, president of UCE-FIT, pointed out this dilemma in *Vanishing*. Stollar noted that the contract included language promoting a “desirable ratio,” which the administration had avoided defining with any specific numbers. Even this less concrete language is valuable. At UCE-FIT, Stollar points out that with a change in administration and somewhat of an attitudinal shift at the state level, there is more willingness to define these terms. Having this language as a starting point in the contract means that the local can now move in the direction of establishing a more definite ratio.

The University of San Francisco Faculty Association contract contains specific language regarding how the institution will handle faculty on reassigned time for research and/or service. Article 25, Section 46 states that:

The University intends to appoint full-time faculty to teach the

courses taught by faculty members who have subsequently been assigned to a workload redistribution pursuant to this article. As a result of these appointments, it is the intent of the University not to increase the present ratio of part-time faculty to full-time faculty. (51)

Again, Alan Heineman, president of the USF Faculty Association, points out that language about intention is not as preferable as more concrete terms. Nevertheless, this language does provide the union with a mechanism to argue against the introduction of more part-time faculty replacing full-time faculty. It also develops a written commitment to the larger issue of maintaining a healthy ratio, and Heineman points out that the ratio at USF, in fact, has remained stable.

Departmental Ratios

One of the common problems that unions face with regard to ratios is that while an institution may have a more acceptable ratio set at the institutional level, there are still specific departments and/or disciplines with wholly unacceptable ratios. A number of contracts have different approaches to this issue.

The Joliet Junior College Faculty Council represents all faculty who teach more than nine credits a semester at Joliet Junior College. The contract defines who can be hired for more than nine credits but not be considered part of the unit and sets specific criteria for such hiring. First, the hiring has to be approved by a department chair. More importantly, such hirings are limited by department.

There may be no more than one ten-credit-hour part-time assignment in any department and all other maximum part-time assignments to nine hours per part-time instructor with the stipulation that the College recognizes the value of maintaining all appropriate full-time to part-time faculty ratios. (3)

In addition, a key provision allows that departments can request an additional faculty member in this category, but only with written approval of the union president.

Provisions such as these that address ratios at the department level are particularly important in specific departments that more typically rely on part-time instructors. While the above language begins to address that issue, other contracts are more explicit.

The Saginaw Valley State University Faculty Association, an NEA unit, has bargained not only an overall ratio, but also has set in place the beginnings of a plan for addressing problems at the department level. Section D.13

of their contract states that “[t]he part-time faculty to full-time faculty ratio based on credit hours taught will not exceed a 1:4 ratio on an annual basis” (13). In addition, this section goes on to provide that:

whenever the part-time to full-time ratio in a department exceeds 1:3, the department, the dean, and the vice president for Academic Affairs will meet to address the excessive reliance upon part-time faculty and to design a plan to rectify this excessive reliance. (13)

SVSU has now established a committee that meets on a semester basis to assess departments who are exceeding the ratio. This requires department chairs to cooperate and provide the local with correct numbers and according to Randy Hock, the president of the SVSU Faculty Association, the provision has been used to allocate new faculty lines and has kept the overall ratio balanced.

Even more specific is the new language developed at the **Henry Ford Community College Federation of Teachers**. The language at HFCC goes one step further in that not only does it set ratios for full-time to part-time teaching in departments, but also it ties hiring to those ratios in the contract. Article IV, Section B of the contract states that:

Whenever the number of classes taught during the day by part-time teachers within a department/division is equal to or exceeds two (2) full-time positions for three (3) consecutive semesters, the administration shall honor the request of the department/division for additional full-time teachers, up to a number that would reduce the amount of day part-time teaching within the department/division to less than that equal to two (2) full-time positions. (7)

John McDonald, president of the HFCC Federation of Teachers, noted that this provision needed to include stipulations that addressed the fiscal concerns of management to get it into the contract. Consequently, the contract goes on to limit the number of teachers that can be hired under the provision in any single year with priority given to departments that rely the most on part-time faculty. In addition, the institution is only bound to this provision if the institutional revenue has not been significantly reduced in the previous semesters.

However, even with these stipulations, McDonald noted that the first year the language was operative, there were three new faculty hired, and in the second year there were three more requests, which he expects to be funded as well. This type of contract language is exemplary since it

provides a method for concretely addressing the ratio issue while working within the fiscal constraints of the institutional budget that management so often cites as a barrier.

Likewise, **The Association of Pennsylvania State College and University Faculties (APSCUF)** was able to gain new language to deal with departments or disciplinary areas that rely too heavily on part-time work. In Article 11, Section H, their contract states that:

Each department shall survey its use of temporary faculty members retroactive for three (3) years, in addition to the current year, and shall identify the courses and responsibilities within a disciplinary specialization that have been performed by temporary faculty members. The department shall determine whether any group of such courses or responsibilities within a disciplinary specialization has constituted a full-time faculty position(s) over the eight (8) semesters and, if so, shall forward a recommendation to the president to create a regular position(s). (21)

The provision goes on to state that if the president does not act favorably on such a recommendation—i.e., a regular position is not created—he or she will have to provide explanation and most importantly:

the courses or responsibilities of the position(s) as determined by the department in Section H.1. above shall not be taught by temporary faculty member(s) for two (2) years from the denial of the conversion without the approval of local meet and discuss. (21)

The Question of Full-time Nontenure-Track Faculty

Up until now, we have focused on improving situations for part-time faculty and maintaining full-time faculty positions and only briefly touched on another group of faculty that work in higher education: nontenure-track, full-time faculty. More needs to be studied and written on this issue. While these faculty members are often represented as part of the larger unit, some units are organized primarily around them, such as the **University Council-AFT**, which represents the lecturers and librarians in the University of California System.

Many locals are working to move temporary, nontenure-track faculty into full-time, tenure-track positions. For instance, under the contract of the **Faculty Federation of the Community College of Philadelphia**, Visiting Lecturers are able to “move up” into the full-time bargaining unit through reclassification. Article IX, Section 3, states that “[t]he College shall offer reclassification into the full-time bargaining unit...to any member of the unit who has

attained the [set number of seniority units dependent on the year of the contract]” (10). This reclassification is “conditioned on an affirmative performance evaluation and on the acceptance of the Employee’s qualifications by the Hiring Committee of the Department” (10). Such reclassification gives this faculty member a full-time tenure-track position under the full-time contract, with all of its advantages.

APSCUF also has strong contract language to help this group, which falls under the classification of “temporary full-time.” Article G, Section II states that:

a full-time, temporary faculty member, who has worked at a University for five (5) full, consecutive academic years in the same department, shall be placed in tenure-track status if recommended by the majority of the regular department faculty in accordance with the procedure developed by that department faculty.

Consequently, any continual use of temporary full-time faculty results in the opportunity to move into a tenure-track position. Furthermore, the **APSCUF** contract has always allowed individuals who have been temporary full-time faculty, but are then hired in a tenure-track position, to petition to have their temporary full-time experience apply toward tenure. Consequently, this new provision means that a temporary full-time faculty could quickly attain tenure once converted to a tenure-track position. Cary Kurtz, associate director for contract implementation at **APSCUF**, indicated that since this provision has gone into place along with the earlier mentioned provision regarding positions that are converted into full-time lines, there have been more than 150 individuals or positions converted into tenure-track positions.

At the end of *Vanishing*, Art Hochner, then president of the **Temple Association of University Professionals/AFT (TAUP)**, proposed a different strategy for this particular group of faculty. Hochner argued that if we cannot successfully stop the use of nontenure-track faculty, we need to create a professional status for them. His logic was that we need to bargain for significant enough improvements in working conditions for non-tenure-track faculty so that such appointments will become “less disposable” and that such gains would “reduce the incentives to exploit them.”

Hochner’s local at Temple University (TAUP) successfully bargained for an upgrade for some full-time nontenure-track faculty. These faculty, who cannot constitute more than 7 percent of the total full-time, tenure-track

appointments within a college or school of the university, will be classified as Special Appointment Faculty. In addition to contracts including pay and benefits more equivalent to tenure-track faculty, these faculty will have:

- similar recruitment and appointment processes to tenure-track faculty;
- major responsibilities in either teaching or research;
- varied, multiple-year contracts with possible reappointment and promotion, through a process similar to tenure review;

- mandatory performance reviews by students and faculty peers; and
- access to a peer-review grievance process on appointment as outlined in the contract.

In *The Vanishing Professor* we asked the key question: Can we help the full-time professoriate grow again, while at the same time organizing and representing part-time and other nontenure-track faculty? Based on these findings, the answer is yes—not quickly or perhaps conclusively, but persistently.

CONCLUSION

This report has presented a great deal of information on legislative and contractual drives to achieve gains for part-time and full-time faculty. While the legislative case studies vary, and are instructive for that very reason, they also suggest some common lessons.

- Define your goals early. Try to develop a unifying message as well as catch-phrases, images or slogans that “tell your story” as clearly and simply as possible. For example, as we saw, “pay parity” or “equal pay for equal work” has secured some successes. Remember the car on the steps of the Capitol—be as clever as possible in catching the public eye. Also remember it is an occupational hazard that people in higher education make messages too complicated.
- Be sure to turn to your members and the community at large—either through focus groups, meetings, or some other way—to test your own first impressions about

messages that will or will not work. Remember in the state of Washington the theme shifted completely based on citizen focus groups.

- Once the overall themes and rhetoric are set, pick something concrete to rally around, such as a legislative bill, a resolution, or a study.
- Develop a coordinated strategy for achieving your goals. Most of the improvements you seek need to be secured through the legislative process, or by elections of public officials. These are not usually quick, so think in terms of short-term as well as long-term goals. For example, we have seen that some unions found the legislature to be more receptive to conducting a study on the overuse and exploitation of part-timers as a first step, rather than offering pay parity or new full-time lines right away. In other situations, the moment may be right for bigger gains.
- Form coalitions whenever possible with other unions,

students, community organizations, and members, especially concerning lobbying activities (letters, phone calls, testimony, etc.).

- Whenever possible, use hard numbers, based on research, to bolster your case to legislators and the general public—such as research on the percent of faculty that are part-time in certain departments or research on the comparative pay of full and part-timers.
- And, of course, know when and how to compromise while keeping your long-term message prominently before the public.

We have also seen impressive gains achieved through collective bargaining. It is worth noting that many of the locals that have adopted pro-rata pay for part-timers as a high priority are made up of full-time as well as part-time faculty. In these instances, full-timers and part-timers have been able to agree on priorities and have thereby insulated themselves from a divide-and-conquer strategy by management. We saw examples of contractual gains in health insurance for part-timers, although these have been difficult to achieve even for long-standing local unions. In response, AFT is currently investigating options for providing direct access to health insurance for part-time and graduate employee members. Securing good and affordable

health coverage on a national basis will be hard to achieve but the effort is being made.

Our review of contracts found improvements in life and disability insurance for part-time faculty as well as a focus on part-time professional issues such as seniority, job security and participation in decision making, as well as access to full-time vacancies. Collective bargaining has also been employed to protect the corps of full-time tenured faculty through mandated ratios of full-time tenure track to non-tenure-track faculty at the institutional and departmental levels.

But beyond the details, the larger message of this report is quite straightforward: Take action now to organize part-time faculty and make gains on full-time/part-time issues. It is AFT's firm belief that the battle for part-time rights is most successfully waged, round by round, at the grass-roots level, on campuses and in statehouses nationwide. As a result of the pioneering efforts of AFT affiliates, we now have at our disposal a wide array of political, legislative, and contractual strategies that can be deployed in these battles—strategies that have helped restore full-time faculty positions while simultaneously improving the lot of part-time and other non-tenured faculty. This report has shared some of those strategies in the hope that, above all, they will move others to take part in this growing national movement for workplace justice and institutional quality.



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